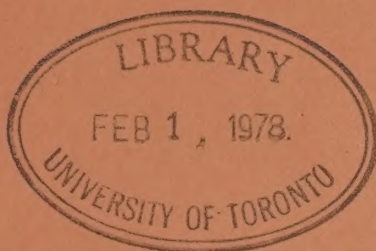
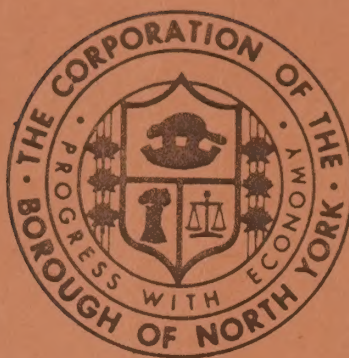


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RESPONSE

BY

THE BOROUGH OF NORTH YORK

ON THE

REPORT

OF

THE ROYAL COMMISSION ON METROPOLITAN TORONTO

(JUNE 1977)

NOVEMBER 1977

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MAYOR

BOROUGH OF NORTH YORK, 5000 YONGE ST., WILLOWDALE, ONTARIO M2N 5V7 TEL. (416) 225-4611

November 25, 1977

The Hon. W. Darcy McKeough
Treasurer of Ontario
Ministry of Treasury, Economics
and Intergovernmental Affairs
Frost Building
Queen's Park
Toronto, Ontario

Dear Sir:

The Borough of North York appreciates the opportunity to respond to the Report on the Royal Commission on Metropolitan Toronto and in this regard, would advise that it has diligently studied all of the recommendations contained therein.

Although the Borough supports a number of the recommendations, as is indicated within its response, it views others with great apprehension, particularly those in respect of the boundary changes.

While we do acknowledge the necessity and usefulness of reviewing from time to time the functions of Metropolitan Toronto, we also recognize that the disruption of any structure and/or organization working satisfactorily is only warranted after a most careful examination has determined that any changes proposed will benefit the community as a whole and will not impose upon it any financial hardships.

Under this criterion, we are firmly convinced that boundary and certain other proposed changes are simply not justified.

We are confident that the Government of Ontario when studying the recommendations of the Royal Commission on Metropolitan Toronto will also remain cognizant of the input from Municipal Councils, other jurisdictions and the community at large when making its decisions.

Yours very truly,

IS:mt

Mayor M. Lastman

I N T R O D U C T I O N

On January 31, 1977, the Council of the Borough of North York established a Special Committee comprising:

Mayor M. Lastman (Chairman)
Alderman M. Berger
Alderman B. Burton
Alderman P. Clarke
Alderman M. Labatte
Alderman M. Markin
Alderman M. Meshberg

and assigned to it the task of studying the Report of the Royal Commission on Metropolitan Toronto and its implications; and of preparing a Response to the Government of Ontario.

Since its inception, the Committee has held many meetings devoted to the careful consideration of the recommendations contained within the Robarts Report.

Early in its deliberations the Committee decided it was necessary for Consultants to aid in the in-depth study of the proposed North York boundary changes and the financial impact thereon. The Council of the Borough of North York appointed Woods, Gordon & Co. as Consultants.

The study undertaken by Woods, Gordon & Co. on the boundaries is contained in a two-volume report which accompanies the Response prepared by the Special Committee.

In the process of arriving at a stance on the various Robarts recommendations, the Special Committee requested and received many staff reports from Department Heads which are on file in the Municipal Offices, Clerk's Department, Borough of North York, 5000 Yonge Street, Willowdale.

The Special Committee considered the Robarts recommendations in sequence as far as was possible and responded to them in a like manner.

The pages which follow comprise the Response prepared by the Special Committee with amendments by Council made at a Special Meeting held on Friday, November 25, 1977, incorporated therein.

This document is therefore now the Official Response of the Council of the Borough of North York to the Government of Ontario on the Royal Commission on Metropolitan Toronto.

CHAPTER 4: The Recommended Approach

Robarts Rec. 4.1 - The two-tier form of local government in Metropolitan Toronto be continued.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 4.2 - Metropolitan Toronto continue to be made up of six area municipalities, subject to revisions in boundaries proposed in this report.

BOROUGH POSITION - Opposes - recommends existing North York boundaries be retained except for minor variations described in 9.2.

* * *

Robarts Rec. 4.3 - The constituent municipalities of Metropolitan Toronto be called the City of Toronto and the boroughs of North York, Scarborough, Etobicoke, York, and East York.

BOROUGH POSITION - Opposes - recommends that the "Borough of North York" be changed to the "City of North York" providing there will be no loss of grants to the municipality.

* * *

Robarts Rec. 4.4 - All distinctions between the powers and eligibility for grants of the City of Toronto and the boroughs be removed from provincial statutes and regulations.

BOROUGH POSITION - Approves - providing there will be no loss of grants to the Municipality.

* * *

Robarts Rec. 4.5 - A general review of the Metropolitan system be instituted in not less than five nor more than ten years.

CHAPTER 4: The Recommended Approach (cont'd.)

Robarts Rec. 4.5
cont'd.

BOROUGH POSITION

- Recommends that all decisions be made by the Municipalities comprising Metro in regard to the need for a general review, the timing and the implementation of any recommendations arising from such a review, and that, in view of the heavy financial cost involved this not take place in less than a ten-year period; with the Province continuing to fund same.

* * *

CHAPTER 5: The Electoral System

Robarts Rec. 5.1

- The three-year term of municipal office be reinstated in Metropolitan Toronto for area municipal councils, Metro Council, and boards of education.

BOROUGH POSITION

- Approves.

* * *

Robarts Rec. 5.2

- The implications for enumeration of a return to a three-year term of office in Metropolitan Toronto be studied in detail by a joint committee of provincial and municipal officials.

BOROUGH POSITION

- No objection.

* * *

Robarts Rec. 5.3

- The date for municipal elections in Metropolitan Toronto be advanced to the second week in October, with councils assuming office exactly two weeks later.

BOROUGH POSITION

- Recommends that it be held at a suitable time in October.

* * *

Robarts Rec. 5.4

- The municipal fiscal year remain unchanged.

BOROUGH POSITION

- Approves.

* * *



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CHAPTER 5: The Electoral System (cont'd.)

- Robarts Rec. 5.5 - Municipalities and boards of education in Metropolitan Toronto be empowered to require candidates for office to file a statement of the amount and source of campaign contributions within a reasonable time after an election.

- BOROUGH POSITION - Approves- amended to read "within ninety days after an election" replacing the words "within a reasonable time".

* * *

- Robarts Rec. 5.6 - Where a municipality or school board has passed a by-law establishing a system of public disclosure of campaign contributions, it have the power to subsidize the campaign expenses of candidates to a limited degree, provided such candidates gain a fixed minimum percentage of the votes cast.

- BOROUGH POSITION - Supports public disclosure of campaign contributions: opposes subsidization of expenses of candidates and recommends that Provincial income tax deductions be permitted for contributions to Municipal candidates on the same scale as is now permitted for Federal and Provincial contributions.

* * *

- Robarts Rec. 5.7 - A deposit be required of all candidates for mayor in the municipalities of Metropolitan Toronto. Such deposit be payable to the municipal treasurer on nomination and be returnable to all candidates who receive 10 per cent or more of the votes cast in the election.

- BOROUGH POSITION - Approves and recommends \$200 deposit for Mayoralty candidates and \$100 for all others.

* * *

- Robarts Rec. 5.8 - The council of the Municipality of Metropolitan Toronto and those of the area municipalities be required to place the question of councillors' salaries on their agendas in June of each election year, with any changes to take effect at the beginning of the following fiscal year.

- BOROUGH POSITION - Approves- amended by replacing the words "at the beginning of the following fiscal year" with the words "during the following term".

* * *

CHAPTER 5: The Electoral System (cont'd.)

Robarts Rec. 5.9 - The ceiling on the remuneration to be paid to trustees imposed by section 164 of The Education Act no longer apply to the school boards in Metropolitan Toronto. Remuneration levels for trustees be set by the boards themselves in the manner set out in Recommendation 5.8.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 5.10 - Responsibility for establishing levels of remuneration and allowances for the members of all local boards and commissions except school boards rest with the municipal council responsible for such bodies.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 5.11 - Directly elected positions for hydro and public utility commissions be eliminated where they exist in Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 5.12 - Directly elected boards of control be abolished in Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 5.13 - The mayors of the area municipalities continue to be elected at large within these municipalities and also be full members of the Metropolitan Council.

BOROUGH POSITION - No comment.

* * *

CHAPTER 5: The Electoral System (cont'd.)

Robarts Rec. 5.14 - A single alderman and a single public school trustee be elected for each ward within the municipalities of Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 5.15 - Wards be similar in size throughout Metropolitan Toronto, and an objective of 26,200 population per ward ± per cent be established.

BOROUGH POSITION - Opposes - recommends that North York remain 14 wards with a population of 40,000 per ward, plus or minus 10%.

* * *

Robarts Rec. 5.16 - Members of Metropolitan Council (other than local mayors) be elected directly from districts made up of groupings of three adjacent local wards.

BOROUGH POSITION - Recommends -
A. Members of Metropolitan Council be elected directly from districts made up of groupings of appropriate adjacent local wards;
B. Election to be based on the formula of 1 Metro representative for every 80 thousand people; and that the formula be consistent within Metropolitan Toronto to ensure a representation by population system.

* * *

Robarts Rec. 5.17 - Directly elected Metro councillors be full members of the councils of the area municipalities from which they are elected, except that they be precluded from membership on any executive or other local committee.

BOROUGH POSITION - Recommends that Metro Councillors be full voting members on the councils of the area municipalities from which they are elected but not members of the local executive committees; and that their salaries be provided solely by the Metropolitan Corporation.

* * *

CHAPTER 5: The Electoral System (cont'd.)

- Robarts Rec. 5.18 - The Metropolitan Chairman be chosen from among the directly elected members of Metropolitan Council at the first meeting of the municipal term, and hold his positions on his local council and Metro Council and the chairmanship for the duration of that term.

BOROUGH POSITION - *No comment.*

* * *

- Robarts Rec. 5.19 - The provisions establishing the composition of the Metropolitan Executive Committee be removed from The Municipality of Metropolitan Toronto Act.

BOROUGH POSITION - *This is more properly a Metro decision.*

* * *

- Robarts Rec. 5.20 - Ward boundaries for boards of education be the same as those for area municipal councils. The present system of electing local and Metro separate school trustees be adapted to reflect the new municipal boundaries and ward boundaries.

BOROUGH POSITION - *Approves - with deletion of the words "new municipal boundaries and".*

* * *

CHAPTER 5: The Electoral System (cont'd.)

Robarts Rec. 5.21 - The following recommendations of the Ministerial Commission on the Organization and Financing of the Public and Secondary School Systems in Metropolitan Toronto be implemented:

26. Each ward in an area board's jurisdiction be represented by one trustee.
27. A natural community or family of schools be, where feasible, the constituency from which the local trustee is elected.
42. The Metropolitan Toronto School Board continue to be composed of trustees who are members of area boards or representatives of the Metropolitan Toronto Separate School Board.
44. The composition of the Metropolitan Toronto School Board continue to be based as nearly as possible upon representation by population.
45. An area board have one representative on the Metropolitan Toronto School Board per 100,000 population or major fraction thereof.
46. Representatives from the area boards to the Metropolitan Toronto School Board be elected annually.

BOROUGH POSITION - No comment.

* * *

CHAPTER 6: Local Decision-Making and Administration

Robarts Rec. 6.1 - The legislation governing Metropolitan Toronto and its constituent municipalities be amended to provide general powers to legislate with respect to local affairs, so that within their areas of jurisdiction, councils may pass any by-law, so long as it does not conflict with provincial legislation.

BOROUGH POSITION - Approves.

* * *

CHAPTER 6: Local Decision-Making and Administration (cont'd.)

Robarts Rec. 6.2 - All legislation pertaining to Metropolitan Toronto and its constituent municipalities be amended to remove as many of the highly detailed provisions as possible.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 6.3 - The councils of the Municipality of Metropolitan Toronto and its constituent municipalities be given a general power to delegate responsibility to persons or bodies within or outside the municipal organization, or to agencies of their own creation, subject to the following conditions:

- a) the councils accept ultimate political and financial responsibility for the actions of those to whom they delegate;
- b) the councils be precluded from establishing separate elective offices under the Municipal Elections Act for those to whom they delegate;
- c) the delegation of responsibility be renewed or retracted by each new council; and
- d) the exercise of the power of delegation be compatible with the principles of the rule of law and of natural justice.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 6.4 - Local governmental functions be the responsibilities of municipal councils. The statutory provisions for all special purpose bodies now operating within Metropolitan Toronto and its constituent municipalities, with the exception of boards of education, be removed and the authority of these bodies assigned to their respective councils.

BOROUGH POSITION -

- a) Approves with regard to all special purpose bodies indicated, but with regard to boards of education, see present recommendations at the end of chapter 17, Education; and
- b) Reserve the right to present at a later date further views on the appropriateness of education continuing to be the responsibility of a separate board.

* * *

CHAPTER 6: Local Decision-Making and Administration (cont'd.)

Robarts Rec. 6.5 - The current statutory powers of mayors be retained.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 6.6 - The current statutory powers of the Metropolitan Chairman be retained.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 6.7 - The heads of councils be ex-officio chairmen of the executive bodies of councils.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 6.8 - The general power of delegation recommended for councils be interpreted as authorizing them to elect from among their members an executive committee, and any number of standing committees, and to delegate to them such responsibilities as the councils see fit.

BOROUGH POSITION - Approves.

* * *

CHAPTER 7: The Citizen and Local Government

Robarts Rec. 7.1 - Municipal councils in Metropolitan Toronto consider using the general power of delegation proposed in Recommendation 6.3 to experiment with various ways of involving citizens in the development of policy and the administration of services.

BOROUGH POSITION - Approves.

* * *

CHAPTER 7: The Citizen and Local Government (cont'd.)

- Robarts Rec. 7.2 - Municipal councils and school boards in Metropolitan Toronto review their public information policies to ensure that they facilitate citizen undertaking of the local government system and its activities.

BOROUGH POSITION - Approves.

* * *

CHAPTER 8: Intergovernmental Relations

- Robarts Rec. 8.1 - A Toronto Region Coordinating Agency be created by provincial legislation, with responsibility for facilitating the planning and development of the Toronto region and for providing such services and advice to the regional municipalities and the province as may be delegated to it by its participating governments.

BOROUGH POSITION - Approves - providing "Toronto Region Coordinating Agency" is substituted with "a coordinating forum without executive or legislative powers".

* * *

- Robarts Rec. 8.2 - Membership in the Toronto Region Coordinating Agency consist of representatives chosen by the councils of the regional municipalities in the Toronto region and Metropolitan Toronto, and the provincial minister designated with responsibility for the Toronto region.

BOROUGH POSITION - As for recommendation 8.1.

* * *

- Robarts Rec. 8.3 - The Toronto Region Coordinating Agency be empowered to examine and comment on the budgets and plans of the existing operating bodies of a regional nature, the Toronto Area Transit Operating Authority and the conservation authorities.

BOROUGH POSITION - As for recommendation 8.1.

* * *

CHAPTER 9: Boundaries

- Robarts Rec. 9.1 - The boundaries of the City of Toronto be the Humber River from Lake Ontario to St. Clair Avenue; St. Clair Avenue from the Humber River to Bathurst Street; Bathurst Street from St. Clair Avenue to Highway 401; Highway 401, Wilson Avenue, and York Mills Road from Bathurst Street to Bayview Avenue; Bayview and the Bayview Avenue Extension from York Mills Road to Danforth Avenue; Danforth Avenue from the Bayview Avenue Extension to Warden Avenue; and Warden Avenue from Danforth Avenue to Lake Ontario.

BOROUGH POSITION - Opposes.

* * *

- Robarts Rec. 9.2 - The boundaries of the Borough of North York be the Humber River from Highway 401 to Steeles Avenue; Steeles Avenue from the Humber River to Warden Avenue; Warden Avenue from Steeles Avenue to Ellesmere Road; and Ellesmere Road, Parkwoods Village Drive, York Mills Road, Wilson Avenue, and Highway 401 from Warden Avenue to the Humber River.

BOROUGH POSITION - *VEHEMENTLY OPPOSES - recommends existing North York Boundaries be maintained and that the Government of Ontario does not enact legislation to implement the proposed municipal boundaries for North York, as recommended by the Royal Commission;*

(See enclosed background report (Vol. 1 & Vol. 2) of Woods, Gordon & Co., Consultants which gives specific detailed information on the severe effects the proposed boundary changes would have on this Borough.)

but, on the basis of increased efficiency in servicing, we do not object to minor variations as contained within our Brief to the Royal Commission on Metropolitan Toronto, viz,

Location 1 - that the boundary along the Humber River be extended to the Canadian National Railway tracks and thence along the tracks to the existing boundary;

CHAPTER 9: Boundaries (cont'd.)

Robarts Rec. 9.2
(cont'd.)

BOROUGH POSITION
cont'd.

- Location 2 - that the boundary be continued southerly along Jane Street from Harding to the existing boundary at the CPR tracks;

Location 3 - that the boundary be altered to include the end of Industry Street and the Square D and Ferranti properties in the Borough of York;

Location 4 - that in the Avenue Road area the proposed boundary be the rear of lot lines fronting on the west side of Elm Street;

providing residents in areas affected by such revisions be cushioned from any adverse property tax implications arising from differences in local mill rates for a period of five years.

* * *

Robarts Rec. 9.3

- The boundaries of the Borough of Scarborough be Warden Avenue from Lake Ontario to Steeles Avenue; Steeles Avenue from Warden Avenue to the western boundary of the Regional Municipality of Durham; and the western boundary of the Regional Municipality of Durham from Steeles Avenue to Lake Ontario.

BOROUGH POSITION

- Opposes.

* * *

Robarts Rec. 9.4

- The boundaries of the Borough of Etobicoke be the eastern boundary of the Regional Municipality of Peel from Lake Ontario to Steeles Avenue; Steeles Avenue from the eastern boundary of the Regional Municipality of Peel to the Humber River; and the Humber River from Steeles Avenue to Lake Ontario.

* * *

CHAPTER 9: Boundaries (cont'd)

Robarts Rec. 9.4
(cont'd.)

BOROUGH POSITION - No comment.

* * *

- Robarts Rec. 9.5 - The boundaries of the Borough of York be the Humber River from St. Clair Avenue to Highway 401; Highway 401 from the Humber River to Bathurst Street; Bathurst Street from Highway 401 to St. Clair Avenue; and St. Clair Avenue from Bathurst Street to the Humber River.

BOROUGH POSITION - Opposes.

* * *

- Robarts Rec. 9.6 - The boundaries of the Borough of East York be the Bayview Avenue Extension and Bayview Avenue from Danforth Avenue to York Mills Road; York Mills Road, Parkwoods Village Drive and Ellesmere Road from Bayview Avenue to Warden Avenue; Warden Avenue from Ellesmere Road to Danforth Avenue; and Danforth Avenue from Warden Avenue to the Bayview Avenue Extension.

BOROUGH POSITION - Opposes.

* * *

- Robarts Rec. 9.7 - The transfers of population resulting from the proposed boundary changes be accompanied by a corresponding transfer of municipal employees, whose bargaining rights, salaries, and benefits should be protected as far as possible.

BOROUGH POSITION - As we vehemently object to proposed boundary changes, we must also oppose recommended transfers of population and municipality employees.

* * *

CHAPTER 10: Finance

Robarts Rec. 10.1 - The Ontario property tax credit be revised so that it covers the same proportion of property taxes paid by taxpayers of comparable income throughout Ontario.

BOROUGH POSITION - Recommends that Ontario property tax credit system be revised so that it provides that all persons paying property tax are treated equally throughout the Province.

* * *

Robarts Rec. 10.2 - Ontario's per capita grants program be reviewed to assess the feasibility of converting it to a per household basis and making it more responsive to the costs of the more populous regional and Metropolitan municipalities.

BOROUGH POSITION - Opposes - as based on 1976 population and households, the Borough of North York would appear to lose approximately \$500,000 in Provincial grants allocated to it at the Metro level.

* * *

Robarts Rec. 10.3 - All conditional grants whose purpose is to provide an incentive to municipalities to provide services or facilities, with the exception of housing grants, be eliminated for municipalities in Metropolitan Toronto.

BOROUGH POSITION - We note that:

- the portion of the recommendations contained in the report of the Royal Commission on Metropolitan Toronto dealing with the matter of "FINANCE" contain certain generalizations of substantial import to the Metropolitan municipalities;
- included within such recommendations are proposals to eliminate all conditional grants (with the exception of housing grants) and to replace existing intergovernmental grant programs with 3-year cost-sharing agreements for Provincial and Federal support of municipally administered programs for which there is a recognized financial responsibility on the part of the other levels of governments;
- the said report of the Royal Commission is vague and too generalized to permit municipalities to comment or advance counterpositions to provide rebuttal;

CHAPTER 10: Finance (cont'd.)

BOROUGH POSITION
10.3 (cont'd.)

- And so RECOMMEND:

- (i) that before input is provided by the municipalities with respect to the matter of finance, the Government of Ontario be requested to produce a paper of intent as to its acceptance or rejection, in whole or in part, on the financial proposals contained within the report of the Royal Commission;
- (ii) that the said government define specifically in dollars and cents values how such proposals will affect the revenues of the municipalities to permit a proper evaluation;
- (iii) that the Government be further requested to provide a complete listing of all grants that would be classified as 'incentive grants' to permit the Borough to adequately evaluate the potential grant loss;
- (iv) that the said Government be requested to put forward the deadline for submissions at least insofar as it relates to finance to permit the municipalities to analyse the matter of transitional costs incurred in implementing municipal boundaries and to have available figures in the course of preparation by the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs as outlined in a letter dated September 9, 1977 from the Treasurer of Ontario;
- (v) that it be impressed upon the Government the absolute need to implement, in a realistic manner, those recommendations of the Royal Commission Report bearing in mind the needs and the costs of services within the municipalities comprising Metropolitan Toronto;
and further,
- (vi) that if the proposed changes as recommended in the Robarts' Report are to apply only to Metropolitan Toronto, the Province advise if this then means that the present grant structure shall remain in effect for the remaining municipalities in the Province of Ontario.

CHAPTER 10: Finance (cont'd.)

Robarts Rec. 10.4 - Existing intergovernmental grant programs as they apply to Metropolitan Toronto be replaced with three-year cost-sharing agreements for provincial and (where applicable) federal support of municipally administered programs for which there is a recognized financial responsibility on the part of the other levels of government. Such agreements be negotiated jointly by the provincial government and the municipalities in the Metro system.

BOROUGH POSITION - (a) *We consider a three-year cost-sharing agreement is not sufficient for long range planning and financing;*

(b) *we oppose the Robarts recommendations and urge retention of the present system whereby subsidies for streets are provided by the Ministry of Transportation and Communications on an equal basis to all municipalities in the Province of Ontario*
UNLESS:

- 1. the Province agree to fully fund any new programs introduced by the Province during the course of a 3-year cost sharing agreement;*
- 2. the Province agree to fund any unusual or unexpected projects;*
- 3. any cost sharing formulae introduced by the Province be subject to prior Borough approval;*
- 4. any changeover from the present system to a cost-sharing agreement be accompanied by a provincial guarantee that the municipality receive nothing less than current support levels;*
- 5. the present subsidies and grants not be discontinued until a cost-sharing agreement satisfactory to both parties can be negotiated;*
- 6. once a cost-sharing agreement has been entered into it remain in force until a subsequent agreement has been ratified by both parties;*

CHAPTER 10: Finance (cont'd.)

Robarts Rec. 10.4
cont'd.

BOROUGH POSITION

-
7. *the appropriate Officials from the operating Ministries such as M.T.C. and Health be involved in the negotiations with the municipalities;*
 8. *the ground rules for negotiations be set out in any legislation enacted;*
 9. *any agreements entered into are between each area municipality and the Province.*
- (c) *we support retention of the present system of financing roads, bridges and related items.*

* * *

Robarts Rec. 10.5

- The Ontario Municipal Board's function with regard to approval of capital projects of local authorities in Metropolitan Toronto be limited to ensuring that total borrowing by the authorities is known and within acceptable financial limits, is for capital purposes only, is for a term not longer than the life of the assets to be created, and conforms to clearly stated provincial policy concerning capital expenditures.

BOROUGH POSITION

- Approves.

* * *

Robarts Rec. 10.6

- Responsibility for hearing and deciding on objections to municipal capital projects be transferred from the Ontario Municipal Board to municipal councils. Procedures for consideration of municipal programs by councils include publication of the programs and the holding of formal hearings on them.

BOROUGH POSITION

- Approves and recommends that objections to capital projects must be specific in nature and accompanied by reasons as to the objection.

* * *

CHAPTER 10: Finance (cont'd.)

- Robarts Rec. 10.7 - All provincial payments for local services except education be made to municipalities rather than directly to special purpose authorities.

BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 10.8 - All municipalities in Metropolitan Toronto be encouraged to develop a capacity for multi-year financial forecasting and planning.

BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 10.9 - Local authorities in Metropolitan Toronto examine the findings of the Commission's study, THE ORGANIZATION OF ADMINISTRATIVE SUPPORT SERVICES in Metropolitan Toronto, and take appropriate cooperative action.

BOROUGH POSITION - Approves.

* * *

CHAPTER 11: Planning

- Robarts Rec. 11.1 - Area municipalities in Metropolitan Toronto be given the primary responsibility for land-use planning within the framework of a Metropolitan plan.

BOROUGH POSITION - Approves - amended by deleting the words "within the framework of a Metropolitan plan".

* * *

- Robarts Rec. 11.2 - An area municipality be required to notify all interested parties when it is considering passage or amendment of a planning by-law (i.e., an official plan, a zoning by-law, a development

CHAPTER 11: Planning (cont'd.)

- Robarts Rec. 11.2 - control by-law, or a subdivision agreement). Such
cont'd. parties, including private citizens and organizations, the Metropolitan Council and the provincial government, be notified again of the final passage of a planning by-law.

- BOROUGH POSITION - Approves with the words "or a subdivision agreement" deleted.

* * *

- Robarts Rec. 11.3 - Planning by-laws passed by an area municipality acquire the force of law unless objected to by an interested party within a predetermined period of their final passage by council.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 11.4 - Objections made by the Metropolitan Council or the provincial government to a planning by-law passed by an area municipality be based on and confined to an apparent conflict with the stated plans and policies of the Metropolitan or Provincial Governments.

- BOROUGH POSITION - Approves - conditional upon a clearer definition of "stated plans and policies of the Metropolitan or Provincial Governments".

* * *

- Robarts Rec. 11.5 - Objections made by private citizens and organizations to a planning by-law passed by an area municipality be based on and confined to an apparent failure of the municipality to follow appropriate procedures according to the rules of natural justice.

- BOROUGH POSITION - Opposes - recommends that the present system of appeal procedures be retained.

* * *

CHAPTER 11: Planning (cont'd.)

- Robarts Rec. 11.6 - The Ontario Municipal Board be responsible for hearing objections to municipal planning by-laws. The Board's findings and recommendations as to the validity of these objections be reported to the Minister of Housing for a final decision.

- BOROUGH POSITION - Approves first part - recommends second sentence of the above recommendation be deleted.

* * *

- Robarts Rec. 11.7 - Any interested party be entitled to initiate a hearing by the Ontario Municipal Board on the question of whether consideration by a municipality of an official plan amendment, zoning by-law, development control by-law, or plan of subdivision is being unduly delayed, and the Board be given power to order the municipality to expedite the processing of the proposal and to establish a deadline for its disposal by council.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 11.8 - Authority for the establishment of planning boards within municipalities in Metropolitan Toronto be removed from The Planning Act and transferred to the municipal councils, which should have the power to appoint such planning bodies as they deem necessary.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 11.9 - Authority to establish committees of adjustment for municipalities in Metropolitan Toronto be removed from The Planning Act and transferred to the municipal councils.

- BOROUGH POSITION - Approves.

* * *

CHAPTER 11: Planning (cont'd.)

Robarts Rec. 11.10 - The responsibility for hearing and deciding on appeals of committee of adjustment decisions be transferred from the Ontario Municipal Board to the council which appoints the committee.

BOROUGH POSITION - *Opposes - and recommend that the Ontario Municipal Board continue hearing objections.*

* * *

Robarts Rec. 11.11 - The Municipality of Metropolitan Toronto be required to adopt an official plan by 1 July 1978.

BOROUGH POSITION - *Opposes.*

* * *

Robarts Rec. 11.12 - When a Metropolitan plan or amendment becomes official, all local plans and by-laws be amended to conform to it within a period of time to be set by Metro Council.

BOROUGH POSITION - *Opposes.*

* * *

Robarts Rec. 11.13 - Where an area municipality fails to amend a by-law to conform to the Metro plan or amendment, Metro be empowered to initiate a hearing of the matter by the Ontario Municipal Board, and the Board be empowered to extend the time permitted by Metro or to order the amendment of the by-law forthwith.

BOROUGH POSITION - *Opposes.*

* * *

Robarts Rec. 11.14 - The power of Metropolitan Council to pass zoning by-laws for lands within 150 feet of Metropolitan roads be abolished.

CHAPTER 11: Planning (cont'd.)

Robarts Rec. 11.14

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 11.15 - Metropolitan Toronto and the area municipalities be empowered to establish policies in their official plans concerning any matter within their legislative jurisdiction.

BOROUGH POSITION - Approves - providing the words "Metropolitan Toronto and" be deleted.

* * *

Robarts Rec. 11.16 - The Toronto Region Coordinating Agency be the forum for coordinating the planning policies of provincial and municipal governments as they affect the development of the Toronto region.

BOROUGH POSITION - Approves of the concept of a forum for coordinating the planning policies of provincial and municipal governments as they affect the development of the Toronto region, providing such a forum does not have executive or legislative powers.

* * *

CHAPTER 12: Housing

Robarts Rec. 12.1 - The Toronto Region Coordinating Agency assess the housing requirements of the Toronto housing market and develop targets for market and low-income senior citizen and family housing; and the province ensure that responsibility for attaining these targets is shared equitably throughout the region.

CHAPTER 12: Housing (cont'd.)

Robarts Rec. 12.1
cont'd.

- BOROUGH POSITION - Endorse - (a) the concept of a coordinating forum to assess the housing requirements of the Toronto housing market and develop targets for market and low-income senior citizens and family housing; (b) that the province ensure that responsibility for attaining these targets is shared equitably throughout the region; and (c) that individuals and organizations in the private sector be consulted in regard to housing targets for both Metro and neighbouring regions.

* * *

- Robarts Rec. 12.2 - The Metropolitan Council, in consultation with the area municipalities, be responsible for establishing housing targets as part of a comprehensive Metropolitan housing policy, and for the allocation of these targets among the area municipalities.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 12.3 - Metropolitan housing objectives be implemented through the planning powers of the Metropolitan Council.

- BOROUGH POSITION - Approves - with the words "and local Councils" added after "Metropolitan Council".

* * *

- Robarts Rec. 12.4 - The Metropolitan Council gradually assume responsibility for the existing housing stock of the Ontario Housing Corporation in Metropolitan Toronto.

- BOROUGH POSITION - See 12.5.

* * *

CHAPTER 12: Housing (cont'd.)

- Robarts Rec. 12.5 - The Metropolitan Council be responsible for the direct provision of all low-income family and senior citizen housing in Metropolitan Toronto, and delegate this responsibility to any area municipality willing and able to undertake it.

- BOROUGH POSITION - *Recommends that under no condition should a local municipality or Metropolitan Toronto enter into any agreement regarding Ontario Housing.*

* * *

CHAPTER 13: Transportation

- Robarts Rec. 13.1 - The responsibility for establishing arrangements for operating the transit system be vested in the Municipality of Metropolitan Toronto.

- BOROUGH POSITION - *As there does not appear any valid reason for change, it is recommended that Public Transit remain under the jurisdiction of the Toronto Transit Commission.*

* * *

- Robarts Rec. 13.2 - Transfers of responsibility for roads between the two tiers be accompanied by responsibility for repayment of any outstanding debt associated with such roads.

- BOROUGH POSITION - *This is consistent with past practices and is therefore endorsed.*

* * *

- Robarts Rec. 13.3 - The Municipality of Metropolitan Toronto, in consultation with the local Municipalities, have the power to develop and establish a parking policy and to include it in its official plan. Such policy to be limited to broad objectives for the provision of major parking facilities oriented to the transit system.

CHAPTER 13: Transportation (cont'd.)

Robarts Rec. 13.3
cont'd.

- BOROUGH POSITION - Recommends that the Municipality of Metropolitan Toronto, in consultation with the local Municipalities, have the power to develop and establish a parking policy. Such policy to be limited to broad objectives for the provision of major parking facilities oriented to the transit system.

* * *

- Robarts Rec. 13.4 - The Metropolitan Council be empowered to regulate the rates of public and private off-street parking facilities as part of its general licensing power.

- BOROUGH POSITION - Opposes.

* * *

- Robarts Rec. 13.5 - The Metropolitan Council have the responsibility for proposing changes in parking penalties to the area municipalities and the power to implement such changes if the area municipalities are unable to agree on appropriate changes.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 13.6 - Local government in Metropolitan Toronto be represented on the Toronto Harbour Commissioners by two representatives appointed by the City of Toronto and one representative appointed by the Municipality of Metropolitan Toronto.

- BOROUGH POSITION - Approves - recognizing that this is a Federal and not a Provincial matter.

* * *

CHAPTER 13: Transportation (cont'd.)

- Robarts Rec. 13.7 - The land-use authority of the Toronto Harbour Commissioners be limited to lands actually or potentially needed for port purposes, regardless of their ownership.

BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 13.8 - The municipal representatives on the Toronto Area Transit Operating Authority be chosen by their respective councils for a term coinciding with the term of office of the councils.

BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 13.9 - The Toronto Region Coordinating Agency be responsible for reviewing and commenting on the budgets and plans of the Toronto Area Transit Operating Authority prior to their submission to the Minister of Transportation and Communications.

BOROUGH POSITION - Approves - providing "Toronto Region Coordinating Agency" is deleted and replaced with "a coordinating forum without executive or legislative powers".

* * *

CHAPTER 14: Physical Services

- Robarts Rec. 14.1 - The Municipality of Metropolitan Toronto, as a participant in the Toronto Region Coordinating Agency, seek to ensure that the growth strategies in the Toronto region are compatible with the capabilities of the physical services systems of Metropolitan Toronto.

BOROUGH POSITION - Approves - providing "Toronto Region Coordinating Agency" is deleted and replaced with "a coordinating forum without executive or legislative powers".

* * *

- Robarts Rec. 14.2 - The responsibility for securing sites for solid waste disposal be transferred from Metropolitan Toronto to the province.

CHAPTER 14: Physical Services (cont'd.)

Robarts Rec. 14.2
cont'd.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 14.3 - The responsibilities of the Metropolitan Toronto and Region Conservation Authority be confined to flood control and water conservation; the development and management responsibility for lands with parks potential acquired and Metropolitan municipalities in which they are situated; and land acquisition, development and management for regional parks be carried out as proposed in Recommendation 20.2.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 14.4 - Subject to Recommendation 14.3, flood control and water conservation on the Petticoat, Duffin and Carruthers Creeks be undertaken by the Central Lake Ontario Conservation Authority.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 14.5 - The provision of electrical service remain an area municipal responsibility, and the councils be permitted to choose the structure through which such service will be provided.

BOROUGH POSITION - Approves.

* * *

CHAPTER 15: Public Protection Services

Robarts Rec. 15.1 - Subject to provincial standards and regulation, and accompanied by a general power to delegate, the Metropolitan Council be given the responsibility for policing in Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 15.2 - The responsibility for law enforcement and policing on the part of Lake Ontario within Metro's boundaries be assigned to the Metropolitan Police Department.

BOROUGH POSITION - Opposes - *should remain under existing jurisdiction.*

* * *

Robarts Rec. 15.3 - Policing the Port of Toronto and port-related activities remain a responsibility of the Toronto Harbour Commissioners.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 15.4 - The provincial grant for policing in Metro be negotiated on a three-year basis, and reflect the requirements of policing major metropolitan areas.

BOROUGH POSITION - Approves but on a FIVE-Year basis.

* * *

Robarts Rec. 15.5 - Fire protection services remain a responsibility of the area municipalities in Metropolitan Toronto.

CHAPTER 15: Public Protection Services (cont'd.)

Robarts Rec. 15.5
cont'd.

- BOROUGH POSITION - Approves and recommends a mutual aid agreement where the closest municipality answers the call regardless of boundaries.

* * *

- Robarts Rec. 15.6 - A committee of fire chiefs be established as the forum to develop solutions to intermunicipal fire protection problems for consideration by the area municipal councils.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 15.7 - As part of the general provincial-municipal cost-sharing discussions recommended in chapter 10, the Metropolitan Council and the Minister of Health negotiate three-year cost-sharing agreements for ambulance services in Metro which recognize the same degree of provincial responsibility for ambulance services in Metro as is established for other large urban areas of the province.

- BOROUGH POSITION - Opposes on the basis of comments already made in recommendation 10.4.

* * *

- Robarts Rec. 15.8 - The Metropolitan Council be assigned a general power to license trades and businesses in the interests of the community.

- BOROUGH POSITION - Approves.

* * *

- Robarts Rec. 15.9 - The mandatory provision for a Metropolitan Licensing Commission be removed from The Municipality of Toronto Act.

- BOROUGH POSITION - Approves.

* * *

CHAPTER 16: The Human Services System

- Robarts Rec. 16.1 - Metropolitan Council be given the responsibility for developing a human services policy for Metropolitan Toronto, and a mandate to encourage the coordination and rationalization of these services.

* * *

- Robarts Rec. 16.2 - A joint human services policy advisory committee be established in Metropolitan Toronto comprised of representatives of the various major elements of the delivery system including the boards of education, the voluntary sector and the area municipalities, and this committee be responsible for making human services policy recommendations to Metro Council.

* * *

- Robarts Rec. 16.3 - The Metropolitan Council be given the primary responsibility for allocating provincial funds to human services agencies in Metro other than the area municipalities.

* * *

- Robarts Rec. 16.4 - The Municipality of Metropolitan Toronto monitor social research in Metropolitan Toronto and develop a social research strategy for the Metropolitan area.

- BOROUGH POSITION - *No comment - all matters included in Chapter 16 are more properly Metro decisions.*

* * *

CHAPTER 17: Education

- Robarts Rec. 17.1 - The boundaries of area municipalities and area boards of education in Metropolitan Toronto continue to coincide.

- BOROUGH POSITION - Approves.

* * *

CHAPTER 17: Education (cont'd.)

Robarts Rec. 17.2 - The direct educational responsibilities of the Metropolitan Toronto School Board be transferred to the area boards of education, with provision made to ensure that no child is thereby denied access to appropriate educational services.

BOROUGH POSITION - *No comment.*

* * *

Robarts Rec. 17.3 - Beginning two years after the implementation of the recommended changes in municipal boundaries and in the electoral system, provincial legislative grants be paid directly to the area boards of education.

BOROUGH POSITION - *No comment.*

* * *

Robarts Rec. 17.4 - Following the establishment of a system of direct provincial grants to the area boards, the area boards gradually assume responsibility for raising the local revenues necessary for educational purposes and the Metro educational levy be reduced accordingly.

BOROUGH POSITION - *No comment.*

* * *

Robarts Rec. 17.5 - When Metro's capital requirements for education have stabilized, the responsibility for deciding on capital expenditures and for servicing debt be transferred to the area boards, and the Metropolitan Toronto School Board be replaced by a committee of board chairmen responsible for continuing co-operation and coordination among the area boards.

BOROUGH POSITION - *No comment.*

* * *

CHAPTER 17: Education (cont'd.)

Robarts Rec. 17.6 - Health-related costs and services of the school system, including those for special education, be paid from municipal public health budgets.

BOROUGH POSITION - Opposes.

* * *

Robarts Rec. 17.7 - The ceiling on the mill rate that may be charged by an area board to finance capital expenditures from current revenue be removed.

BOROUGH POSITION - Approves - subject to adoption of Committee recommendation under 17.8.

* * *

Robarts Rec. 17.8 - The collection of education taxes in Metropolitan Toronto continue to be the responsibility of the area municipalities.

BOROUGH POSITION - Approves - but recommends that statutory provisions be amended to include:

- a) that the Mayor (or his appointee) and two Aldermen from each local Municipality of Metropolitan Toronto become members of the local board of education, with full voting rights;
and
- b) that Municipal Councils be given the power of veto respecting the Capital Budget of the board of education and also be assigned the responsibility for Physical Facilities (schools and other real estate) which are community resources and as such, should be under the jurisdiction of the Municipal Council.

* * *

CHAPTER 18: Health

Robarts Rec. 18.1 - Public health remain a responsibility of the area municipal level in Metropolitan Toronto.

BOROUGH POSITION - *Recommends that respecting those programs under the Provincial Statutes:*

- a) *that MANDATORY health programs become the sole responsibility of the Province; but that such programs may be administered and operated by the municipality on the basis of 100% reimbursement for all administrative and operating costs, on an ongoing basis;*
- b) *that on OPTIONAL health programs the Province provides 75% funding with the municipality required to advise the Province before embarking upon such a program.*

* * *

Robarts Rec. 18.2 - The Metro Council be given a limited, coordinating and non-operational role in public health, and be authorized to provide central statistical or other analytical services at the request of the area municipal level.

BOROUGH POSITION - *Endorse the status quo, (that is - the Liaison Committee) and oppose Metro involvement.*

* * *

Robarts Rec. 18.3 - Public health expenditures in Metro be eligible for provincial grant support at a rate equivalent to that given to district health units.

BOROUGH POSITION - *See comments under 18.1.*

* * *

Robarts Rec. 18.4 - The responsibility for public health under The Public Health Act and other provincial statutes be transferred to the area municipal councils of Metropolitan Toronto.

BOROUGH POSITION - *See comments under 18.2.*

* * *

CHAPTER 18: Health (cont'd.)

- Robarts Rec. 18.5 - The Metropolitan Council be designated as the District Health Council for Metropolitan Toronto.

BOROUGH POSITION - No comment.

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CHAPTER 19: Social Services

- Robarts Rec. 19.1 - The responsibility for the administration of assistance to Metro residents under The Family Benefits Act be transferred from the provincial government to local government in Metropolitan Toronto and integrated with general welfare assistance.

* * *

- Robarts Rec. 19.2 - The provincial government review its social services legislation with a view to making it more consistent in its support for closely related services and broadening the scope of local government in service delivery.

* * *

- Robarts Rec. 19.3 - The Metropolitan Council be responsible for the administration of general welfare assistance and family benefits within Metropolitan Toronto.

* * *

- Robarts Rec. 19.4 - The present responsibilities of the Metropolitan Council for services ancillary to general welfare administration and family benefits be continued.

* * *

- Robarts Rec. 19.5 - Responsibility for child welfare services, including the power to create, alter, or abolish children's aid societies, be vested in the Municipality of Metropolitan Toronto.

* * *

CHAPTER 19: Social Services (cont'd.)

Robarts Rec. 19.6 - The Metropolitan Council be designated by the Minister of Community and Social Services as the local children's services committee for Metropolitan Toronto.

BOROUGH POSITION on entire Chapter - Social Services and Welfare are the sole responsibility of the Province but at the desire of the Province the municipalities can carry out these programmes on a basis of 100% reimbursement to the municipalities and the Metropolitan Corporation for all administrative and operating cost on an ongoing basis.

CHAPTER 20: Recreation, Libraries and Culture

Robarts Rec. 20.1 - The direct provision of public recreation services continue to be the exclusive responsibility of the area municipal councils, but the Metropolitan Council be empowered to make capital grants in support of the construction of major regional recreational facilities.

BOROUGH POSITION - Recommends that the provision of public recreation remain the sole responsibility of the local Municipality.

* * *

Robarts Rec. 20.2 - All lands with recreation potential acquired by the Metropolitan Toronto and Region Conservation Authority for water management purposes, including existing conservation areas and waterfront lands, be developed and managed by the regional or Metropolitan governments in which they are situated; capital improvements and further acquisitions of recreation areas continue to be eligible for provincial financial support; and the Toronto Region Coordinating Agency be the forum for developing an open-space policy and program of regional recreational land acquisition for the Toronto area.

BOROUGH POSITION - Approves - providing the words "Toronto Region Coordinating Agency" be deleted and the following substituted therefor:
That there be a coordinating forum without executive or legislative powers for developing an open-space policy and program of regional recreational land acquisition for the Toronto area.

* * *

CHAPTER 20: Recreation, Libraries and Culture (cont'd.)

Robarts Rec. 20.3 - The two-tier system for the provision of library services be retained for Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

Robarts Rec. 20.4 - The statutory requirement for library boards, as it pertains to Metropolitan Toronto, be repealed and the responsibility for library services be vested in the municipal councils of Metropolitan Toronto.

BOROUGH POSITION - Approves.

* * *

BOROUGH POSITION ON ADDITIONAL ISSUES

- a) that this Borough, as well as strongly opposing the proposed boundary changes as recommended by Mr. Robarts, will not support any redistribution of property taxes as a viable alternative because of the disincentive effect to each area municipality on the encouragement of additional commercial and industrial assessment;
- b) that, due to the severe time constraints imposed by the Treasurer of Ontario for a response; (a response essential for us to make in view of the radical boundary changes proposed) compounded by a lack of specific financial information from the Commission vital to our response; we found it necessary to appoint Woods, Gordon & Co. as Consultants to aid the Borough of North York in assessing the full impact of the proposed boundary changes;

and further, as the Background Study provided by the said Consultants is far more comprehensive than the information contained within the Commission's Report, and thus may also be of value to the Government of Ontario;

The Borough of North York now seeks reimbursement from the Province in the amount of FIFTY-FIVE THOUSAND DOLLARS (\$55,000), being the fee paid to Woods, Gordon & Co. for the BackGround Study;

- c) that the Province indicate its intent respecting the Report of the Royal Commission on Metropolitan Toronto by June 1, 1978; and that a period of several months (excluding the months of July and August) be established for a response from the Municipalities before the Government of Ontario finalizes any of the matters under consideration;
- d) that, finally, an adequate transitional period be established for implementing any recommendations adopted by the Government of Ontario.

CONCLUSION

While recognizing that the Robarts Report was a massive undertaking, we are disappointed that on matters of boundaries which have such enormous repercussions, viable alternatives were not offered.

It is also noted that the Report is based on market value assessment and we are left to wonder how valid will be the proposed recommendations if that system is not put into use.

* * *

IS:mt
November 1977

